

# **DRAFT**

## **CITY OF SUNNYVALE AND SUNNYVALE SCHOOL DISTRICT SCHOOL FACILITY NEEDS STUDY**

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## **CITY OF SUNNYVALE AND SUNNYVALE SCHOOL DISTRICT SCHOOL FACILITY NEEDS STUDY**

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### **INTRODUCTION**

This document addresses the long-term relationship between future residential land development in the City of Sunnyvale and the capacity of school facilities in the Sunnyvale School District for grades K-8. The purpose of this document is to understand the impact that future development may have on demand for schools and to identify options to ensure sufficient school facilities for the long term.

This study recognizes that new housing development can create increases and shifts in school enrollment patterns in specific locations of the city. Changes in numbers of students can result in overcrowding in some schools where adding additional capacity is difficult. Growth is projected to occur in areas of the City where schools are already at capacity.

Staff from the Sunnyvale School District and City of Sunnyvale formed a team to analyze and quantify the need for future school facilities and to identify potential solutions for providing those facilities. In the analysis, the needs of both organizations were considered within the context of the regulatory environments within which they both must function. An overview of both organizations establishes the foundation for the methodology that was developed to assess the need for school facilities and the plans for the future.

The study evaluated factors affecting enrollment such as the residential development patterns in the City. In order to determine the needs of the District the study examined the capacity and condition of existing school facilities, historic enrollment patterns and student generation rates for residential uses. Available funding mechanisms such as bonds used for modernization and development impact fees are discussed in this report and taken into consideration for future District planning.

All analysis was completed for two scenarios – a financially strained capacity scenario and an acceptable standards capacity scenario. The differences between the two scenarios are assumptions about the number of classrooms and support classrooms at the District schools and, the more important difference, the average class size. If finances

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are strained, class sizes are larger and the existing facilities accommodate more students. Also, two enrollment forecasts were used. The term “minimum enrollment” assumes 75% of the remaining development possible under existing zoning and no increase from a recovering birth rate. “Maximum enrollment” assumes 90% of remaining possible development and an increase of 10% in enrollment from existing homes due to an increased birth rate.

From this collection of information the future needed additional enrollment capacity was calculated. In comparing two final sets of assumptions, the elementary schools differ by only nine percent in enrollment demand. The middle schools, however, differ by almost 30%.

In Summary, the findings of the report indicate that:

- There is a long a long-term relationship between future land development and the enrollment demands for schools.
- The City is required to have zoning and programs in place to allow an average of 511 new housing units per year through July 2006. On average, the actually pace of development since 1999 has been approximately 350 homes per year.
- Under the most conservative estimates there will be an additional needed capacity for 246 elementary school students and 448 middle school students beyond current capacities.
- Based on projected enrollment and using a standardized student generation rate two needs projections were prepared.

### Less Need for Facilities Scenario:

*Assumes minimum future enrollment and the maximum usage of facilities that occurs if financial resources are severely constrained:*

Identified the need for 246 additional elementary school students and that the District may be able to handle elementary school deficiencies by boundary adjustments and relocatable classrooms.

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Identified the need to accommodate 448 new middle school students and hence the need for a new middle school. A 1,000-student middle school requires acquisition of 20 acres and \$35.8 million for construction.

### More Need for Facilities Scenario:

*Assumes maximum future enrollment and the assumptions that maximize the need for facilities.*

Identified a need to accommodate 1,141 additional elementary school students requiring at least one new elementary school in the Columbia Middle School attendance area. A new 600-student elementary school requires acquisition of 10 acres and at least \$25.5 million for construction.

Identified the need to accommodate 1,093 additional middle school students requiring one new middle school in the Sunnyvale Middle School attendance area. A 1,000-student middle school requires acquisition of 20 acres and at least \$35.8 million for construction.

- Facilities funding for schools comes primarily from the State, local obligation bonds and developer fees.
  - Developer fees in the Sunnyvale School District are limited by the State Allocation Board and can only cover the costs of adding a mix of portable and permanent construction without the purchase of additional land.
  - Other types of fees can only be levied if a school district demonstrates a substantial existing capacity deficiency to the State. Sunnyvale School District currently does not meet this requirement.
  - Redevelopment tax increment funds are not currently available to the School District.
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With solutions such as boundary modification, enrollment capacity in the interim may be adequate to meet acceptable education conditions even with near term growth in the downtown. Some boundary adjustment may increasingly require students to attend schools distant from their homes. Enrollment in the longer term, though, will require significantly greater capacity than can be provided on existing campuses.

Further evaluation of the options is needed before a decision can be made on how best to provide additional school capacity after another 10 years of housing growth. The study concludes with a number of strategies to be completed by the District and City by specific target dates. The most important is planning for a new school, probably a middle school, including finding a site and identifying funding sources.

### **OVERVIEW OF AGENCIES**

The City of Sunnyvale residents are served by four public education school districts:

- Sunnyvale School District(K-8)
- Cupertino Union (K-8)
- Fremont HS (9-12) (covers the area of Sunnyvale and Cupertino districts)
- Santa Clara Unified (K-12)

This study focuses on the impacts to the Sunnyvale School District as a result of residential growth over a twenty year period.

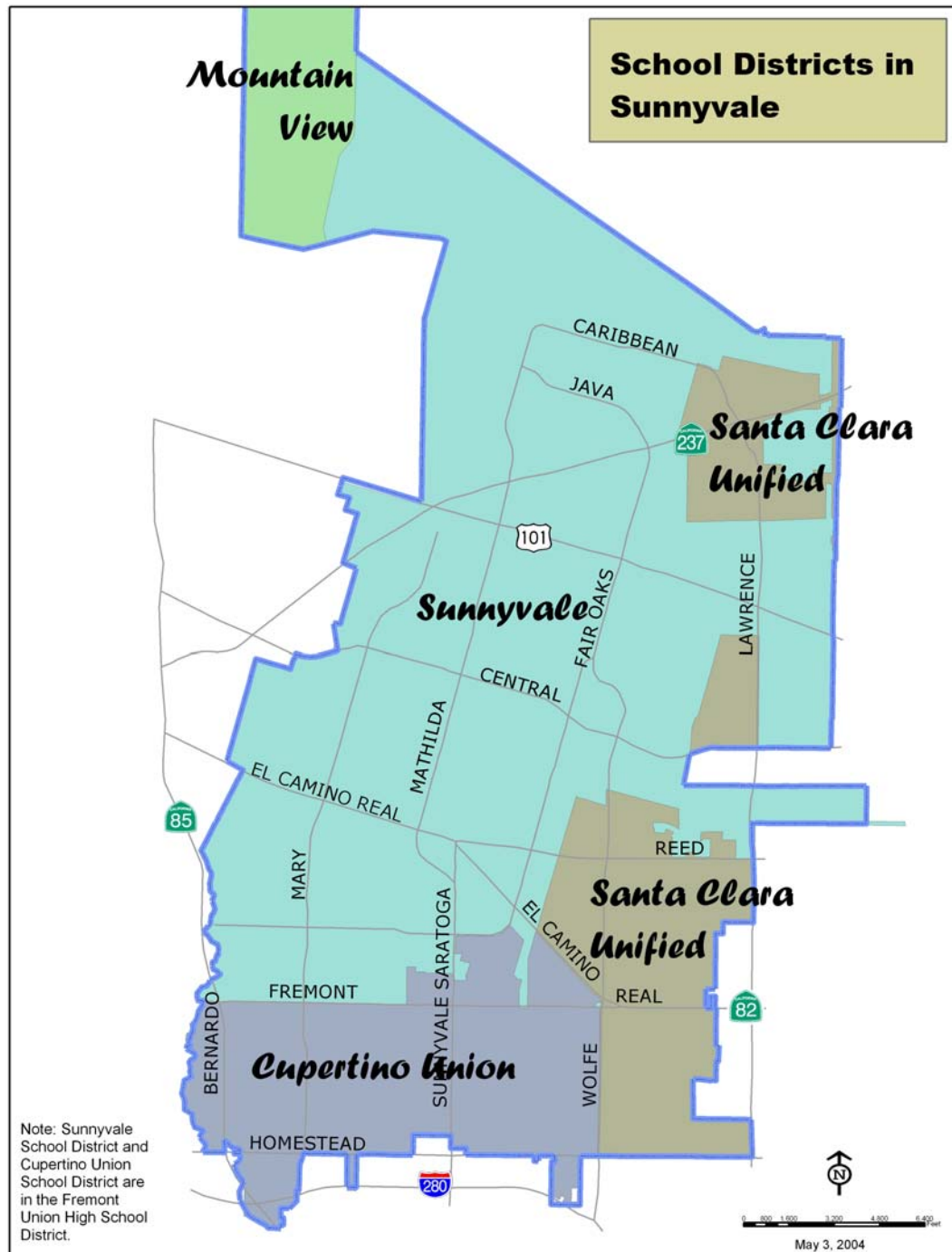
### **The Sunnyvale School District**

The Sunnyvale School District was established in 1899. It is located entirely within the City of Sunnyvale. Approximately 32,000 housing units in Sunnyvale are located within the boundaries of the Sunnyvale School District. The estimated population within the School District is 76,000-79,000, which represents 58% of the Sunnyvale population.

The Sunnyvale School District operates two preschools, one alternative school, eight elementary schools and two middle schools. Sixty seven percent of K-8 students in Sunnyvale reside within the Sunnyvale School District. Currently, there are three former school sites leased to private schools and a school-owned property that is leased by Plaza del Rey

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Mobile Homes. The possibility of using these sites to provide additional school facilities is addressed later in this report.

The State and the Board of Education establish policy for the District, including class size. In 1996, the State provided funding incentives for schools to reduce the student-teacher ratio for grades K-3 to 20:1. However, the smaller classes reduced school capacity in the School District. Class sizes in grades four and above have been increasing, offsetting some of the reduction in capacity lost to the improved K-3 student/teacher ratio. Due to the recent State and local financial crisis, there are no near-term plans to further reduce student-teacher ratios, but smaller classrooms are a long-term nationwide trend that could affect local school capacity in the long run.

### **The City of Sunnyvale**

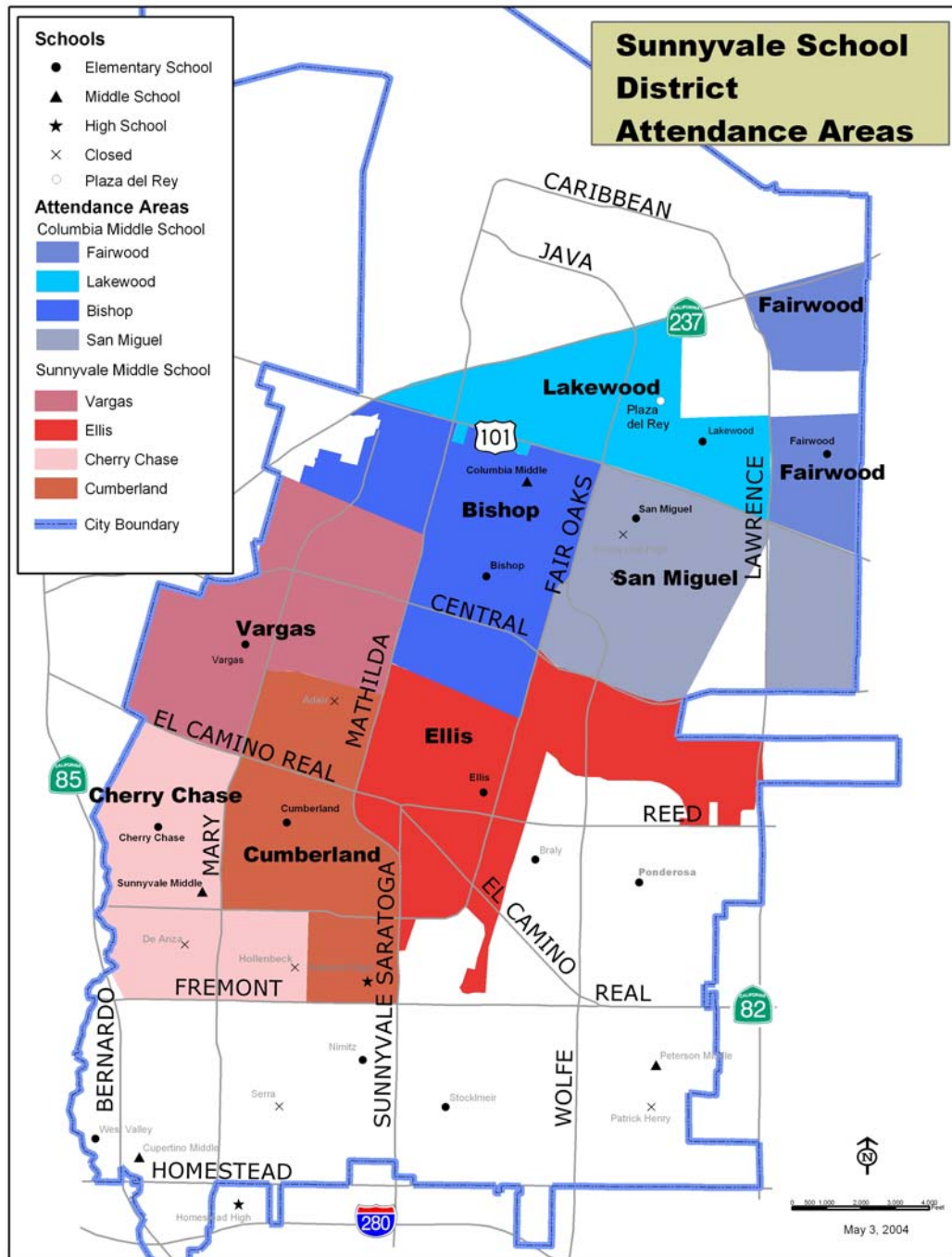
The City of Sunnyvale was incorporated in 1912 and it became a Charter City in 1949. The City provides a full range of services for 54,000 housing units and approximately 131,000 residents. The City's charter and state law give it certain responsibilities for planning land uses and zoning property. State law requires all cities and counties to prepare a General Plan, which contains the goals and policies that guide development. Sunnyvale's General Plan includes twenty-two sub-elements that address specific topics. Two of these sub-elements, the Land Use and Transportation Element (1997) and Housing and Community Revitalization Sub-element (1999) contain goals and policies that address future housing needs (see Appendix A). Of those goals and policies, the State-mandated requirement that the City provide its "fair share" of housing most directly impacts this study. Under the current Housing and Community Revitalization Sub-Element, the City must have zoning and programs in place to allow an average of 511 new housing units per year through July 2006. In 2006 a revised Housing and Community revitalization Sub-Element will be required; the city's regional fair share housing goal will be recalculated. On average, the actual pace of development has been approximately 350 homes per year since 1999.

The City's regional fair share requirement for the planning period of January 1999-June 2006 is 3,836 housing units (about 511 per year). In the first five and a half years (73% through the planning period), the

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city saw the construction of 1,948 housing units (51% of the goal). Although the city is not keeping pace with the goal, there is still land





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zoned for residential development; residential development has been strong during 2003 and 2004 and expected to continue at a high pace for at least another year. In 2006 a new Housing and Community Revitalization Sub-element will be required. The city's regional fair share has not been determined, but will be influenced by state and regional trends in housing demand and job producing development and changes in the City's Land Use and Transportation Element of the General Plan.

### AREAS OF GROWTH IN THE CITY

The City has planned for and is currently experiencing growth in five major areas of the City: Downtown and four Industrial to Residential Zoning (ITE) Districts. Other smaller infill and redevelopment sites will also incrementally contribute to additional housing.

**Table 1**  
**Areas of Growth in the City of Sunnyvale**

<b>General Name of Area</b>	<b>Planned Growth (number of housing units over existing in 7/04)</b>	<b>General Location</b>	<b>Current School Attendance Area/s</b>
Downtown	835	Evelyn Avenue, Carroll Street, Olive Avenue and Charles Street	Ellis, Cumberland, Vargas, Sunnyvale Middle
ITR- Futures 4	1064	Evelyn Avenue between Fair Oaks and Lawrence Expressway	Ellis (some portions are in Santa Clara School District) Columbia Middle
ITR- Future 5 (Northrup Grumman site, not likely to redevelop for 10-15 years)	925	California Avenue, Fair Oaks Avenue, Hendy Avenue	Bishop Sunnyvale Middle
ITR- Futures 6	694	Arques Avenue,	San Miguel

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		Fair Oaks Avenue, Wolfe Road	Columbia Middle
ITR – Future 7	1295	Highway 101, Fair Oaks Avenue, “Hetch-Hetchy” right-of-way, Morse Avenue	Lakewood  Columbia Middle
Other planned growth	716	Various infill sites	Various
<b>TOTAL</b>	<b>5529</b>		

Residential development is stronger during certain cycles of the economy. Currently the city is experiencing a period of high demand for housing construction. Several times a year the city receives requests to consider changes in the General Plan use or density of a site. From July 2003 to October 2004 several such requests were received. The City declined to consider some of the requests, and approved 7 requests for a total of 612 housing units. Staff from the city advises staff on the school districts of requests and reflects potential impacts on schools in the staff analysis.

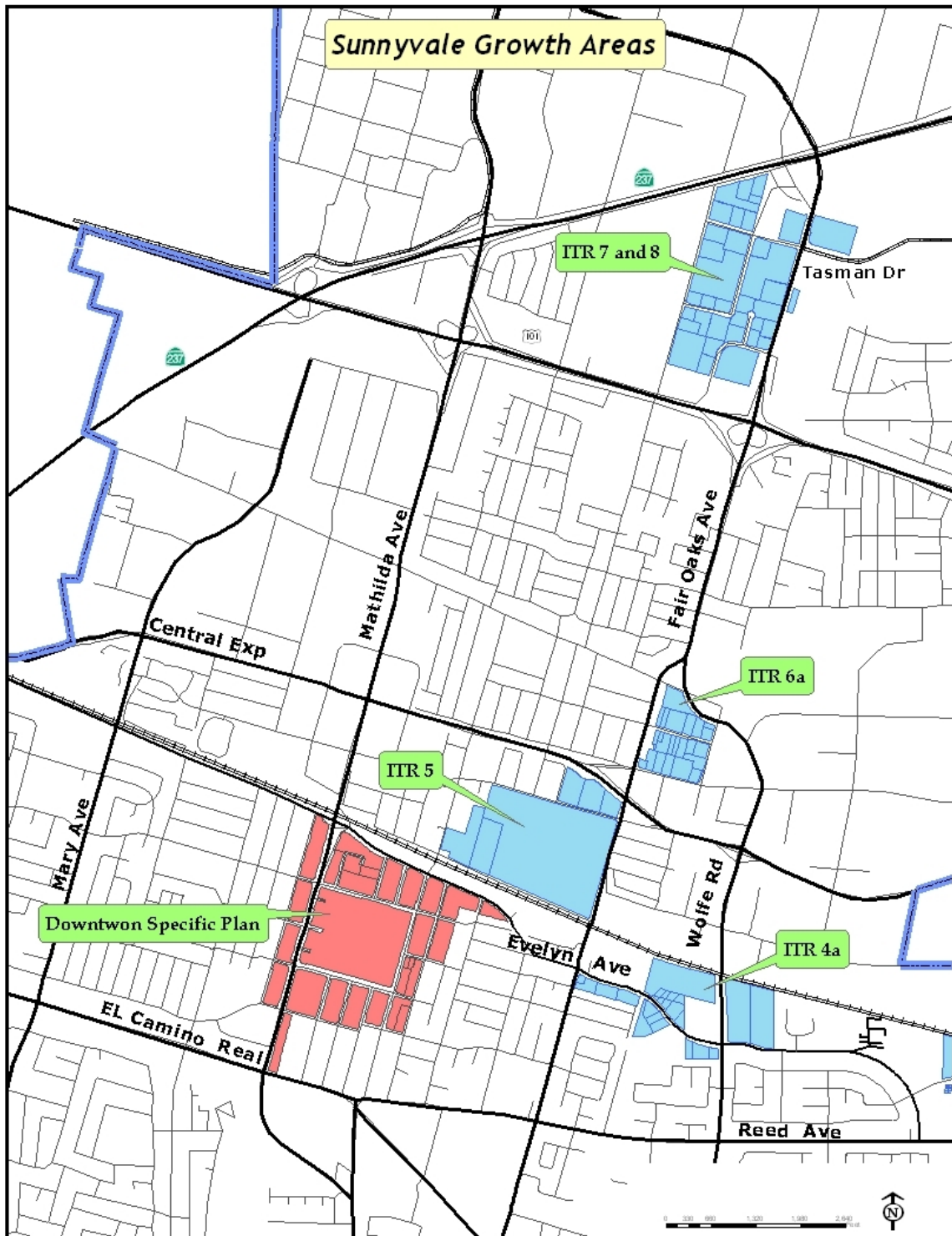
#### ANALYSIS OF SCHOOL DISTRICT NEED

Currently, the Sunnyvale School District operates 13 school facilities: eight are elementary schools (grades K-5), two are middle schools (grades 6-8), two are preschool centers and one is an alternative school (grades 6-8). Three school sites, Adair, DeAnza and Hollenbeck, are leased to private parties, and a 9-acre district-owned property is leased to Plaza del Rey Mobile Homes.

Reuse of the DeAnza and Hollenbeck sites is possible; however, they are not located in the areas of potential growth. Although Adair is a small site, and hence would be relatively more expensive to operate, it could possibly serve the downtown area. Leasing of these sites provides sizeable revenue for the School District’s general fund. The School District has noted that reopening any of the leased sites would reduce lease revenue and thus result in negative impacts on program offerings to students. The cost of rehabilitating the schools to make them capable of providing long-term capacity may also be significant. Using these sites would also require boundary changes.

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Following is a table indicating the facilities capacity and maintenance status of each of the schools currently in operation in the Sunnyvale School District.

**Table 2**  
**Sunnyvale School District**  
**School Maintenance Status**

<b>School</b>	<b>Year Built</b>	<b>Upgrades/Additions</b>
Bishop Elem. <i>450 N. Sunnyvale Ave.</i>	1948	<ul style="list-style-type: none"><li>• Additions – 1949</li><li>• Campus modernization completed - 1999</li><li>• 11 relocatable classrooms added since</li><li>• 2 Kindergarten relocatable added - 2001</li></ul>
Cherry Chase Elem. School <i>1138 Heatherstone Wy.</i>	1955	<ul style="list-style-type: none"><li>• Additions – 1959</li><li>• Campus modernization – 2003</li></ul>
Cumberland Elem. School <i>824 Cumberland Ave.</i>	1964	<ul style="list-style-type: none"><li>• Additions – 1969</li><li>• Campus modernization completed - 2002</li><li>• Existing relocatable classrooms replaced with 7 new relocatable classrooms - 2003</li></ul>
Ellis Elem. School <i>550 E. Olive Ave.</i>	1953	<ul style="list-style-type: none"><li>• Additions – 1955</li><li>• Campus modernization – 2003</li><li>• 8 relocatable classrooms added – 1993 to 2002</li></ul>
Fairwood Elem. School <i>1110 Fairwood Ave.</i>	1956	<ul style="list-style-type: none"><li>• Additions – 1957</li><li>• Campus modernized – 1997</li></ul>
Lakewood Elem. School <i>750 Lakechime Dr.</i>	1958	<ul style="list-style-type: none"><li>• Additions – 1959</li><li>• Campus modernization – 2002</li><li>• Campus has a total of 14 relocatable classrooms</li></ul>
San Miguel Elem. School <i>777 San Miguel Ave.</i>	1957	<ul style="list-style-type: none"><li>• Additions – 1969</li><li>• Campus modernization – 1994</li><li>• 8 relocatable classrooms added since</li></ul>
Vargas Elem. School <i>1054 Carson Dr.</i>	1956	<ul style="list-style-type: none"><li>• Additions – 1969</li><li>• Campus modernized – 1992</li><li>• 10 relocatable classrooms added since</li></ul>

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Columbia Middle School <i>739 Morse Ave.</i>	1955	<ul style="list-style-type: none"><li>• Additions – 1957</li><li>• Office area expanded and modernized – 1987</li><li>• Campus modernization to convert elem. school to middle school – 1993</li><li>• Addition of AMD Sports and Service Center – 1996</li><li>• Addition of new music classroom and 5 relocatable classrooms – 2001</li></ul>
Sunnyvale Middle School <i>1080 Mango Dr.</i>	1961	<ul style="list-style-type: none"><li>• Additions in 1987</li><li>• Campus completed – 1998</li><li>• Addition of 1 relocatable classroom for special ed. Use – 2000</li></ul>

### Private School Facilities

Private schools provide capacity for 1,825 K-8 students within Sunnyvale School District boundaries. **Table 3**, below shows enrollment for private schools in the district. It is assumed that enrollment closely mirrors capacity.

**Table 3**  
**Capacity of Private Schools**

<b>Private Schools</b>	<b>Grades</b>	<b>2003/2004 Enrollment</b>
Challenger* (Hollenbeck)	K – 8	517
Little Rascals Child Care Center	K – 1	7
Rainbow** Montessori C.D.C.	K – 6	361
St. Cyprian	K – 8	236
St. Martin's Elementary	K – 8	223
Stratford* (DeAnza)	K – 7	287

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Stratford (Adair)	K - 3	106
Sunnyvale Christian*	K - 6	88

\* Located in facility leased from Sunnyvale School District.

\*\* Located in facility leased from Fremont Union High School District

### Sunnyvale School District Projected Enrollment and Capacity

The **Enrollment** and **Capacity** sections present key information about the enrollment for which the District will be responsible and the capacity of its existing facilities. More extensive analysis and data on these topics is included as Appendices B-H.

### Sunnyvale School District Enrollment

Fall enrollments for the Sunnyvale School District, years 1993 through 2003, are shown below.

**Table 4**  
**Historical Public School**  
**Enrollment**

Year	Total Number of Students
1993-1994	5,766
1994-1995	5,785
1995-1996	5,896
1996-1997	5,923
1997-1998	6,077
1998-1999	6,022
1999-2000	5,875
2000-2001	5,951
2001-2002	5,854
2002-2003	5,931
2003-2004	5,960

Source: California Basic Education Data Systems

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It can be seen that total enrollment has remained fairly stable over these years, with a total growth of about 200 students over the decade. Nevertheless, some changes have been taking place. New homes completed during the decade have generated a modest number of students; this is seen clearly in the enrollment growth from 1993 through 1997. The increase from new homes in the remaining years has been more than offset by the passing of the baby boom echo, a decline in the birth rate that began in 1990-91 and was reflected in kindergarten enrollment five to six years later. The decline has now ended and the state forecasts a gradual increase in the birth rate over the next two decades.

The potential for an increase in enrollment from existing homes in the District will be modest, much less than during the baby boom echo, and it could be somewhat offset by housing becoming ever more unaffordable for young families. However, it should be expected that enrollment a decade or two in the future from the homes now in the District will be at least at the present level. It is at least as likely that enrollment from these homes will increase by 10%, as the birthrate climbs back from the bottom following the baby boom echo.

### Student Generation Rates (SGRs)

Student generation rates are the ratio of the count of students to the number of homes in the group in which they reside. (For example, a neighborhood of 100 homes with 40 students residing in them has an SGR of 0.40.) The common method of making projections of future enrollment from new housing is to multiply the projected number of homes by an appropriate SGR. SGRs also inform us about the nature of neighborhoods.

Student generation commonly varies among different housing types. Single-family homes and duplexes typically have significantly higher student generation than condominiums and, in most cases, apartments. However, relatively affordable apartments usually generate more students. The analysis and the tables in the appendix show that student generation also differs significantly in various parts of the District. The portion served by Columbia Middle School has higher SGRs at both the elementary and middle school levels than the area served by Sunnyvale Middle School.

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The table below shows the SGRs used in the enrollment projections for this study. The SGRs were determined assuming that all new single-family homes and 90% of multi-family units (apartments and condominiums) will have the average SGRs characteristic of existing housing of that type and location, and 10% of multi-family units will exhibit the average SGRs of affordable housing projects.

**Table 5**  
**Student Generation Rates (SGRs)**

School	Elementary Schools		Middle Schools	
	Sunnyvale*	Columbia*	Sunnyvale	Columbia
Multiple Family SGR	0.08	0.13	0.04	0.06
Single Family SGR	0.15	0.28	0.08	0.12

*Source: Schoolhouse Services*

*\* Elementary schools are grouped by the middle school the students will attend.*

### Future Enrollment

Minimum and maximum enrollment are forecasted, reflecting different assumptions about the amount of new development and the extent of recovery of the birth rate. "Minimum enrollment" assumes 75% of the remaining development possible under existing zoning and no increase from a recovering birth rate. "Maximum enrollment" assumes 90% of remaining possible development and an increase of 10% in enrollment from existing homes due to an increased birth rate. The maximum enrollment projections end up being about 11% greater than the minimum projections.

The City is currently experiencing development averaging 75% of that possible under zoning and has for approximately the last two years.



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**Table 6**

### **Projected Enrollment**

Elementary				Middle		
School	Sunnyvale*	Columbia*	Elem. Total	Sunnyvale	Columbia	Middle Total
Minimum	2,146	2,495	4,641	1,088	1,102	2,190
Maximum	2,382	2,784	5,166	1,208	1,230	2,438

*Source: Schoolhouse Services*

*\* Elementary schools are grouped by the middle school the students will attend.*

### **Capacity**

#### Current Enrollment Capacity of District Facilities

The capacity of district facilities is most usefully described with two scenarios, namely “financially constrained” and “acceptable educational standards”. For the elementary schools, the financially constrained alternative assumes 17 support classrooms in the District’s 10 schools, the current number of support classrooms. The acceptable educational standards alternative assumes two support classrooms per elementary school (except for three at Bishop, due to its size), a total of 21. For the middle schools, the financially constrained alternative assumes two support classrooms per school; four classrooms per school is the assumption for an acceptable educational standard.

Average class size is the other, and more important, difference between the two alternatives. Both alternatives assume that kindergarten through third grade classes will take advantage of the state support for 20 students per class as the maximum class size. The financially constrained alternative assumes 32 students per class for grades four through eight, approximately the 2004 average. Twenty-seven students per class are assumed for the scenario with acceptable educational standards. The elementary schools differ by only nine percent in enrollment capacity for the two scenarios. The middle schools, however, differ by almost 30%.

The following table sets forth the enrollment demand for both the financially constrained and acceptable educational standards alternatives.

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**Table 7**

**Enrollment Capacity of District Facilities**

Elementary				Middle		
School	Sunnyvale*	Columbia*	Elem. Total	Sunnyvale	Columbia	Middle Total
Financially Constrained Capacity	2,153	2,242	4,395	793	949	1,742
Acceptable Standards Capacity	1,973	2,055	4,028	608	737	1,345

*Source: Schoolhouse Services*

*\* Elementary schools are grouped by the middle school the students will attend.*

Needed Additional Enrollment Capacity

The difference between projected enrollment and the capacity of current facilities, which is the needed additional enrollment capacity, is shown below. One scenario is the need under the conditions that result in less need for facilities: minimum future enrollment and the maximum usage of facilities that occurs if financial resources are severely constrained. The second scenario presupposes maximum future enrollment and the use of facilities at acceptable educational standards, which are assumptions that maximize the need for facilities.

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**Table 8**

**Needed Additional Enrollment Capacity**

Elementary				Middle		
School	Sunnyvale*	Columbia*	Elem. Total	Sunnyvale	Columbia	Middle Total
Less Need Scenario	(-7)	253	246	295	153	448
More Need Scenario	410	731	1,141	599	494	1,093

*Source: Schoolhouse Services*

*\* Elementary schools are grouped by the middle school the students will attend.*

Under the first scenario, the minimum need for facilities, the elementary schools in the Sunnyvale Middle School portion of the District have approximately the capacity needed. All of the capacity shortage, space for about 253 students, is in the Columbia Middle School portion of the District.

It might seem possible to adjust elementary attendance boundaries so that the capacity deficit would be spread among all of the schools. However, Ellis and Vargas, the two closest schools adjacent to the elementary schools in the Columbia portion of the District, also have deficits (which are offset by room available at Cherry Chase and Cumberland).

The railroad, the Central Expressway, and other major streets raise safety concerns about pedestrian and bike travel by students. Bus travel, whether paid for by the District or by parents, is expensive and time-consuming.

Under the second scenario, with the greater need for facilities, the total deficit is over 1,141 elementary students. The overload is unbalanced, with the elementary schools feeding into Columbia having a capacity

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deficit equal to the capacity of a new school by itself and the Sunnyvale Middle feeder schools having a deficit of 400 students.

The situation with the middle schools is not as clear, largely due to the wider range in capacity. The deficit under the scenario that results in more need, higher enrollment and capacity based on acceptable educational standards is over one thousand students; this is an amount that could not reasonably be met without an additional school. The alternative with lesser need, however, has a deficit of less than 500 students, well under the typical size for a middle school. The result could be three schools each with about 700 students or, possible, a K-8 school. If the need exists in the middle of the two scenarios, there would be a need for capacity for about 750 students. This could best be accommodated with a new middle school.

In contrast to the elementary schools, it is Sunnyvale Middle School that has the greater capacity deficit, because of the larger capacity of Columbia Middle School.

### **Facility Requirements**

The target enrollment for one elementary school is 550 students. A 10-acre site is recommended by the State for a new elementary school, and the estimated construction cost for a 600 student elementary school (not including site acquisition) is \$25.5M based on local construction costs. The cost of reopening an elementary school site is \$3-5M.

The target enrollment for a middle school is 1,000 students. A new middle school requires of 20 acres of land, and the cost of construction is \$35.8M excluding site acquisition costs.

A variety of options for providing and/or funding additional school capacity have been reviewed. The options discussed below are divided between those that physically provide additional capacity and those that provide funding for additional capacity. They represent those that can most feasibly be implemented, although often with significant complications. The fact that sites are lacking for new schools in the areas of need is significant.

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### Capacity Options

Modify Existing Facilities: The capacity of existing schools could be expanded by providing relocatables, adding onto the main building or redeveloping the existing site with a new larger building. Relocatables are the least expensive and quickest of these options, but they offer only a short-term, piecemeal solution, and not all of the sites where additional capacity will be needed have space for them. Adding on to existing facilities or redeveloping the sites requires more analysis to determine if there is sufficient space to provide adequate facilities.

Modifying Boundaries: Modifying existing enrollment boundaries may help ease the capacity issues in the short term.

Reopen Closed Sites/Reuse other District Property: As previously noted, reuse of school sites is possible. DeAnza and Hollenbeck are not located in areas of growth. Adair (Stratford) is a small site, but it is well located to serve the projected growth of housing in the downtown area. However, it is an expensive school to operate due to its small size, and it would require joint use of the adjacent park with the City. While avoiding the expense of site acquisition, reopening any of the leased sites would be costly to the District's general fund with potential negative impacts on program offerings to students. In addition, use of the Plaza del Rey site would displace mobile home residents. The lost revenue of a site would need to be balanced against acquisition costs of new sites.

Acquire New School Sites: The acquisition of land for new school sites may prove challenging because there are no vacant sites large enough, which means that the School District would have to invoke eminent domain to acquire developed sites that are large enough and located in areas of need. With this scenario, residents and/or businesses would be displaced.

One potential area may be the Northrop Grumman plant (formerly Westinghouse) located on California Avenue between Sunnyvale Avenue and Fair Oaks Avenue. This 70 acre site is adequate in size to support a school facility as well as planned residential development. The General Plan designation for the site is a Futures Housing Site with 12 dwelling units per acre. There are site development constraints that would need to be addressed as the site is a Superfund site with ongoing cleanup of groundwater and soil contamination. There are also historic buildings

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on the site. A complete assessment and appropriate actions by the City and School District would be necessary prior to formally designating this area as a future school site.

Implement Year-round Schools: This option would phase the school year so that groups of children occupy the school for overlapping portions of the year. This is the least desirable option because history has shown that this program negatively affects student performance.

### **Funding Options**

The School District typically has the following funding options available that can be applied to facility development:

- State facility funding
- General obligation bond
- Development impact fees
- Redevelopment tax increment

Other funding options that have provided funding in the past or could provide funding in the future include grants and foundations. These sources typically contribute funding for programs rather than facilities. There has only been one exception: AMD awarded a grant of \$1M to Columbia Middle School for a City/School District program. The revenue received from grants and foundations has historically not been sufficient to fund expansion or new construction of school facilities.

The possibility of partnerships with business was also discussed. There have been such partnerships in the past, but they have typically focused on support of programs and volunteerism.

State Facilities Funding: The State of California has development funding for construction of new school facilities through a series of bond issues approved by the voters. There are currently no such funds available from the State for which the Sunnyvale School District qualifies.

General Obligation Bonds: Bonded indebtedness is an obligation incurred by the sale of bonds for acquisition, modernization and/or expansion of school facilities or other capital expenditures. Districts are able to levy a local property tax to amortize bonded indebtedness

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provided the taxes are approved by a vote of the electorate. Bonds are a general obligation of the government agency issuing them.

Voters passed a local bond in 1996 to fund the facility improvements called for in the 1995 Master Plan.

In 2003, the Board of Education adopted a Facilities Standards and Master Plan for the School District. The plan identifies a need of \$120.5 million dollars to be used for modernization of facilities. The plan does not specifically address expansion or construction of new facilities. On November 2, 2004, the voters adopted a \$120M bond measure that authorized facility improvements in the 2003 Master Plan.

Development Impact Fees: A School Board may authorize developer fees for new construction. The funds from developer fees may be used only for school facility improvements, new school construction or acquisition of school facilities. There are three types of developer fees (Level 1, 2 and 3) as described below.

### Level 1 Fees

California school districts may levy mitigation fees on residential and commercial/industrial development. These fees, referred to as Level 1 fees, are limited to maximum amounts established by law. These amounts are currently \$2.24 per net new square foot for residential development and \$0.36 per net new square foot for commercial/industrial development. The limits are adjusted for inflation every two years by the State Allocation Board (SAB) based on the statewide index for Class B construction. They were last adjusted at the SAB meeting in January of 2004 and are scheduled to be adjusted again in January 2006.

When a geographical area is served by both an elementary and a secondary school district rather than by a unified district the law calls upon the districts to negotiate a sharing of the maximum fees. The developer fee revenue sharing agreement between the Sunnyvale School District and Fremont Union High School District established the current fee sharing breakdown of 62% to Sunnyvale School District, and 38% to Fremont Union High School District (FUHSD) for residential development. FUHSD currently receives 100% of fees on commercial/industrial development.

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The Sunnyvale School District has authorized fees on new residential development of \$1.27/sq.ft. Based upon current projections of residential development, these fees could generate approximately \$10 million over the next 20 years. Although permitted by the State, the District has not authorized fees on commercial and industrial development. A \$0.22/sq.ft. fee on commercial/industrial development would generate an additional \$800,000 over the next 20 years.

Whether Level 1 residential fees are adequate to provide school facilities depends on the revenues (the average square feet per home) and the costs (the average student generation per home and the cost of each additional student). Level 1 fees typically fund about one-third of the per-pupil cost of a new school. The School District's present fee justification is calculated based on the cost of adding a mix of portable and permanent construction to existing campuses, without the purchase of any additional land. Level 1 residential fees provide approximately the revenues needed for such costs. The District is levying the maximum amount available of Level 1 fees.

### Level 2 and Level 3 Fees

In many districts Level 1 fees are inadequate to mitigate the cost of the impacts from new development. In 1998 the California legislature passed Senate Bill (SB) 50, which enacted into law alternative fees usually referred to as Level 2 and Level 3 fees. These fees apply only to residential development. Unlike Level 1 fees, the amount that can be levied is not constrained by a limit, though specific rules govern how the amount of the fee is determined.

Level 2 fees are purported to cover about one-half of the school construction cost impacts, effectively assuming that state funding is available to pay for the other half.

Level 3 fees can be levied only if the State Allocation Board makes a determination that state funding for new construction is not available. Level 3 fees are intended to cover the full cost of new school development. Most districts find the amounts to be inadequate. The amounts of the fees are determined through a legislated set of analyses known as a *School Facilities Needs Analysis* (SFNA). The SFNA documents the enrollment growth associated with new development, the

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availability of capacity to house that enrollment, facility cost impacts of unhoused students, and the resulting fee per square foot for a district levying the alternative fees.

A school district must meet certain requirements demonstrating a substantial existing capacity deficiency to be able to levy Level 2 (or Level 3) fees. At the present time the Sunnyvale District does not meet these requirements.

### Redevelopment Agency Tax Increment Revenue

Because the State of California has declared that the State has the ultimate responsibility for the provision of school facilities, neither the Sunnyvale School District nor the City of Sunnyvale can, in general, require development to mitigate its impacts beyond the fees described above. In some cases, a Redevelopment Agency can enter into agreements with local school districts to financially assist in provision of school facilities.

The City of Sunnyvale Redevelopment Central Core Project Area was created in 1976. Since its creation and until it expires in 2025, tax increment revenue will service the existing debt of the Agency. However, future tax increment could be evaluated as a source of revenue. One hundred twenty five acres of the downtown are part of a Redevelopment Project Area. This area occupies about 1.5% of the Sunnyvale School District area. As part of the Downtown Specific Plan (2004), the downtown area was recently re-zoned to accommodate an additional 650 multi-family housing units. Using the multi-family SGRs, this development could generate 52 K-8 students and 26 middle school students. Tax increment funds could only be used to provide school facilities for the student demand generated within the Redevelopment Project Area.

### **FINDINGS**

- There is a long-term relationship between future land development and the enrollment demands for schools.
- The City is required to have zoning and programs in place to allow an average of 511 new housing units per year through July 2006.

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On average, the actual pace of development has been approximately 350 homes per year since 1999.

- Under the most conservative estimates there will be an additional needed capacity of 246 elementary school students and 448 middle school students beyond current capacities.
- Based on projected enrollment and using standardized student generation rate two needs projections were prepared.

### Less Need for Facilities Scenario:

*Assumes minimum future enrollment and the maximum usage of facilities that occurs if financial resources are severely constrained:*

Identified the need for 246 additional elementary school students and that the District may be able to handle elementary school deficiencies by boundary adjustments and relocatable classrooms.

Identified the need to accommodate 448 new middle school students and that a new middle school is needed. A 1,000-student middle school requires acquisition of 20 acres and \$13.4 million for construction based on conservative State figures.

### More Need for Facilities Scenario:

*Assumes maximum future enrollment and the assumptions that maximize the need for facilities.*

Identified a need to accommodate 1,141 additional elementary school students requiring at least one new elementary school in the Columbia Middle School area. A new 600-student elementary school requires acquisition of 10 acres and at least \$25.5 million for construction.

Identified the need to accommodate 1,093 additional middle school students requiring one new middle

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school in the Sunnyvale Middle School area. A 1,000-student middle school requires acquisition of 20 acres and at least \$35.8 million for construction.

- Facilities funding for schools come primarily from the State and local obligation bonds and developer fees.
- Developer fees in the Sunnyvale School District are limited by the State Allocation Board and cover the costs of adding a mix of portable and permanent construction without the purchase of additional land.
- Other types of fees can only be levied if a school district demonstrates a substantial existing capacity deficiency to the State. Sunnyvale School District currently does not meet this requirement.
- Redevelopment tax increment funds are not currently available to the School District.

### STRATEGIES

Further evaluation of the options is needed before a decision can be made on how best to provide additional school capacity after another 10 years of housing growth. With solutions such as boundary modification, enrollment capacity in the interim should be adequate to meet acceptable education conditions even with near term growth in the downtown.

#### Short-term Steps *(To be initiated immediately)*

- The City and School District conduct annual tracking of housing units and student enrollment and update enrollment projections.

#### Mid-term Steps *(To be completed between 2005 and 2015)*

##### School District

- Clarify school target enrollment for future schools. A range of 500-750 students was given for desirable enrollment in elementary schools, which can result in widely varied results when calculating capacity needs. Target completion 2006.

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- Search for new Middle School site including a feasibility analysis of the Northrop Grumman site. Target completion 2007.
- Explore school configuration. Determine if it is possible to add on to existing schools with relocatables and permanent construction. Target completion 2007.
- Review attendance boundaries to handle capacity in interim 10-year period. Target completion 2008.
- Begin to explore new elementary school location options if needed. Target completion 2009.

### City and School District

- Determine if funding options increase through a City-School District partnership. Target completion 2006.

### City

- Evaluate Redevelopment Area tax increment. Target completion 2006.
- Consider appropriate General Plan and zoning policy for future school sites. Target completion 2008.

### Long-term Steps (To be completed 2015-2025)

- Plan and provide for necessary school facilities.
- Pursue funding and capacity options.

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### GOALS AND POLICIES

Below are Goals and Policies developed by the team to accomplish these long-term plans:

Goal A        Ensure sufficient capacity of school facilities in Sunnyvale to meet the 20-year projected demand.

Policy A.1    Maintain a consistent methodology for projecting future demand for school facilities.

    Action A.1.a    Establish a baseline and annually update the 20-year projected school enrollment and school capacity gap analysis.

Policy A.2    Optimize use and facilitate expansion of existing schools.

Policy A.3    Optimize use of closed school sites.

Policy A.4    Facilitate opportunities for location of new schools through General Plan and Zoning actions and land exchange strategies.

    Action A.4.a    Identify candidate sites for location of one elementary school and one middle school

    Action A.4.b    Recommend General Plan amendments and zoning changes needed to facilitate location of new schools at candidate sites to City Council and the Sunnyvale School Board

Policy A.5    Establish and maintain an ongoing funding strategy for school facilities.

    Action A.5.a    Quantify the bond capacity of the Sunnyvale School District.

    Action A.5.b    Quantify redevelopment agency funding that can be earmarked for school facilities.

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## **CITY OF SUNNYVALE AND SUNNYVALE SCHOOL DISTRICT SCHOOL FACILITY NEEDS STUDY**

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Action A.5.c Implement commercial and industrial impact fees for school facility funding.

Goal B Support continuous communication between the Sunnyvale School District and the City of Sunnyvale.

Policy B.1 The City shall continually provide housing data to the School District.

Policy B.2 School District staff and City staff shall meet every other year to review the status of plans and update as needed.

Policy B.3 City staff and School District staff shall jointly present updates to City Council and the Sunnyvale School Board.

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### **APPENDICES**

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### APPENDIX A

Following are goals and policies from the various Sub-Elements of the General Plan that were considered in the planning process:

#### Land Use and Transportation Element (1997)

Goal C2: Ensure ownership and rental housing options in terms of style, size and density that are appropriate and contribute positively to the surrounding area.

Policy C2.1 Provide land use categories for and maintenance of a variety of residential densities to offer existing and future residents of all income levels, age groups and special needs sufficient opportunities and choices for locating in the community.

Policy C2.4 Determine appropriate density for housing based on site planning opportunities and proximity to services.

Action Statement C2.4.1 Locate higher density housing with easy access to transportation corridor stops, commercial services and jobs.

Action Statement C2.4.2 Locate lower density housing in proximity to existing lower density housing.

#### Housing and Community Revitalization Sub-Element (1999)

Goal A: Foster the expansion of housing supply to provide greater opportunities for current and future residents within limits imposed by environmental, social, fiscal and land use constraints.

Policy A.1 Maintain a supply of residential land for new housing construction.

Action Statement A.1.a Review the General Plan annually to ensure sufficient sites are available to facilitate the creation of additional housing units to meet Sunnyvale's share of regional housing needs.



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## CITY OF SUNNYVALE AND SUNNYVALE SCHOOL DISTRICT SCHOOL FACILITY NEEDS STUDY

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Action Statement A.1.c Maintain the High-Density Residential category that permits up to 48 units/acre in the Downtown Specific Plan area.

Policy A.2 All new residential developments should build at least 75 percent of permitted zoning density.

Goal B: Move toward a local balance of jobs and housing.

Policy B.2 Continue to require office and industrial development above a certain intensity to mitigate the demand for housing.

Policy B.3 Continue to permit and encourage a mix of residential and job-producing land uses, as long as there is neighborhood compatibility and no unavoidable environmental impacts.

Action Statement B.3.a Implement provisions of the Downtown Specific Plan (DSP) to require housing in mixed-use areas.

Action Statement B.3.b Maintain the Industrial to Residential (ITR) combining district.

Goal D: Maintain diversity in tenure, type, size and location of housing to permit a range of individual choices for all current residents and those expected to become city residents.

Policy D.3 Encourage the construction of units that meet the needs of large families.

Goal E: Maintain and increase housing units affordable to households of all income levels and ages.

Goal I: Ensure compatibility of federal, State, regional and countywide housing programs with local policies and needs.

**Appendix B: SUNNYVALE SCHOOL DISTRICT ENROLLMENT**

	K	1	2	3	4	5	K-5	6	7	8	6-8	Total
2003-04	693	703	689	637	660	674	4056	637	637	630	1904	5,960
2002-03	696	711	654	671	682	663	4077	638	634	582	1854	5,931
2001-02	677	673	660	706	671	649	4036	644	576	598	1818	5,854
2000-01	688	720	724	695	687	657	4171	615	629	536	1780	5,951
1999-02	697	754	721	696	668	612	4148	635	526	566	1727	5,875
1998-99	748	746	759	705	645	668	4271	537	590	624	1751	6,022
1997-98	743	782	722	663	698	602	4210	605	649	613	1867	6,077
1996-97	766	764	703	654	601	640	4128	619	615	561	1795	5,923
1995-96	751	725	706	603	652	659	4096	620	593	587	1800	5,896
1994-95	712	715	623	667	665	629	4011	603	607	564	1774	5,785
1993-94	691	639	713	678	660	650	4031	622	589	524	1735	5,766

Source: California Basic Education Data Systems (CBEDS)

# Appendix C: STUDENT GENERATION RATES (SGRs)

	Elementary										Middle		
	Bishop C	Cherry Chase S	Cumber- land S	Ellis S	Fair- wood C	Lake- wood C	San Miguel C	Vargas S	Elem Total	Sunnyvale ^	Columbia ^	Sunnyvale	Columbia
Sch Enroll	687	429	469	566	317	547	473	547	4,035	2,011	2,024	996	906
Net Out	37	-39	-37	-6	6	4	31	4	0	-78	78	-15	15
Area Enroll	724	390	432	560	323	551	504	551	4,035	1,933	2,102	981	921
Single	1,906	2,355	2,489	916	794	1,049	708	974	11,191	6,734	4,457	6,734	4,457
Duplex	260	4	124	238	0	18	154	198	996	564	432	564	432
Triplex	60	0	102	48	0	3	0	138	351	288	63	288	63
Apartments	2,022	593	385	4,929	411	1,133	1,628	4,403	15,504	10,310	5,194	10,310	5,194
Condos	161	20	24	269	0	0	0	522	996	835	161	835	161
Townhomes	148	177	135	712	0	185	40	371	1,768	1,395	373	1,395	373
Mobilehomes	106	0	0	55	0	653	28	195	1,037	250	787	250	787
Accessory	14	0	16	21	0	0	0	4	55	41	14	41	14
TOTAL	4,677	3,149	3,275	7,188	1,205	3,041	2,558	6,805	31,898	20,417	11,481	20,417	11,481
Multiple Family	0.09	0.06	0.06	0.06	0.13	0.12	0.13	0.06	0.08	0.06	0.11	0.03	0.05
Single family*	0.23	0.15	0.15	0.16	0.34	0.30	0.33	0.16	0.20	0.15	0.28	0.08	0.12

^ Elementary schools are grouped by the middle school the students will attend.

\* Single family + duplex SGRs = 2.5 times multiple family SGRs.

Source: Schoolhouse Services

# Appendix D: Student Generation Rates ADJUSTED FOR AFFORDABLE UNITS

Affordable projects				
	1059 Reed Ave		245-51 Weddell Dr	
	Elementary	Middle	Elementary	Middle
Students	22	24	18	9
Units	95	95	62	62
SGR	0.23	0.25	0.29	0.15

	Elementary		Middle	
	Sunnyvale ^	Columbia ^	Sunnyvale	Columbia
Multiple family*	0.06	0.11	0.03	0.05
Single family*	0.15	0.28	0.08	0.12
Affordable**	0.26	0.26	0.15	0.15
Adjusted for Affordable***				
Multiple family	0.08	0.13	0.04	0.06
Single family	0.15	0.28	0.08	0.12

^ Elementary schools are grouped by the middle school the students will attend.

\* Average SGRs of existing housing units.

\*\* Affordable: Elementary school is the average of affordable projects; middle school is the Weddell Dr SGR.

\*\*\* Adjusted for affordable: single family unchanged; multiple family assumes 10% with an affordable SGR; remaining calculated as an average.

Source: Schoolhouse Services

# Appendix E

## Historical Data

Year	Total Units	% Increase in Housing	Enrollment	% Increase Enrollment
1985-86	24,580		4,990	
1990-91	28,390	15.5%	5,610	12.5%
1995-96	30,060	22.3%	5,900	18.1%
2000-01	30,420	23.8%	5,950	19.2%
2003-04	30,490	24.0%	5,960	19.4%

# Appendix F: FUTURE ENROLLMENT

	Elementary										Middle	
	Bishop C	Cherry Chase S	Cumber- land S	Ellis S	Fair- wood C	Lake- wood C	San Miguel C	Vargas S	Elem Total	Sunnyvale ^	Columbia ^	Total
Current												
School Enroll	687	429	469	566	317	547	473	547	4,035	2,011	2,024	
Net Out	37	-39	-37	-6	6	4	31	4	0	-78	78	
Area Enroll	724	390	432	560	323	551	504	551	4,035	1,933	2,102	
Minimum Development* 75%												
Single family	35	18	66	23	0	2	14	11	169	118	51	169
Multiple family	659	12	293	2019	0	1647	609	120	5,359	2,444	2,915	5,359
Student Generation rates (SGRs)												
Single family	0.28	0.15	0.15	0.15	0.28	0.28	0.28	0.15		0.15	0.28	
Multiple family	0.13	0.08	0.08	0.08	0.13	0.13	0.13	0.08		0.08	0.13	
Enrollment-New	95	4	33	165	0	215	83	11	607	213	393	288
Future enrollment totals												
Minimum*	819	394	465	725	323	766	587	562	4,642	2,146	2,495	2,190
Maximum*	911	433	515	814	355	864	654	620	5,166	2,382	2,784	2,438

^ Elementary schools are grouped by the middle school the students will attend.

\* Minimum: current enrollment plus enrollment from minimum (75%) new development.

\* Maximum: current enrollment up 10% plus enrollment from 90% new development.

Note: Numbers may not add exactly due to rounding.

Source: Schoolhouse Services

# Appendix G: ENROLLMENT CAPACITY OF DISTRICT FACILITIES

	Elementary													Middle		
	Cherry Chase		Cumber-land	Ellis	Fair-wood	Lake-wood	San Miguel	Vargas	Elem Total	Sunnyvale ^	Columbia ^	Total	Total			
	Bishop C	S	S	S	C	C	C	C	S					Total		
Financially constrained																
Classrooms	34	23	27	29	16	35	27	29	220	108	112					
Program rooms	3	1	1	2	1	2	1	2	13	6	7		65			
With classes	31	22	26	27	15	33	26	27	207	102	105		4			
													61			
SDC	2	1	2	3	2	3	2	2	5	11	9		8			
SDC capacity*	22	11	22	33	22	33	22	55	220	121	99		88			
non SDC rooms	29	21	24	24	13	30	24	22	187	91	96		53			
non SDC capacity**	647	469	536	536	290	670	536	491	4,175	2,032	2,143		1,654			
Total capacity	669	480	558	569	312	703	558	546	4,395	2,153	2,242		1,742			
Reasonable standards																
Classrooms	34	23	27	29	16	35	27	29	220	108	112		65			
Program rooms	3	2	2	2	2	2	2	2	17	8	9		8			
With classes	31	21	25	27	14	33	25	27	203	100	103		57			
SDC	2	1	2	3	2	3	2	2	5	11	9		8			
SDC capacity*	22	11	22	33	22	33	22	55	220	121	99		88			
non SDC rooms	29	20	23	24	12	30	23	22	183	89	94		49			
non SDC capacity**	603	416	479	499	250	624	479	458	3,807	1,852	1,956		1,257			
Total capacity	625	427	501	532	272	657	501	513	4,027	1,973	2,055		1,345			

^ Elementary schools are grouped by the middle school the students will attend.

\* Capacity of SDC rooms = 11 students.

\*\* (1) Capacity of non-SDC rooms for grades K-3 = 20 students;

For grades 4-8, average class size = 32 if financially constrained, 27 if reasonable standards.

(2) Financially constrained assumes 97.5% efficiency in the use of classrooms; reasonable standards assume 95% efficiency.

Source: Schoolhouse Services

Appendix H: NEEDED ENROLLMENT CAPACITY

	Elementary										Middle			
	Bishop	Cherry Chase	Cumberland	Ellis	Fairwood	Lake-wood	San Miguel	Vargas	Elem Total	Sunnyvale ^	Columbia ^	Sunnyvale	Columbia	Total
Financially Constrained Capacity	669	480	558	569	312	703	558	546	4,395	2,153	2,242	793	949	1,742
Reasonable Standards Capacity	625	427	501	532	272	657	501	513	4,027	1,973	2,055	608	737	1,345
Minimum Future Enrollment*	819	394	465	725	323	766	587	562	4,642	2,146	2,495	1,088	1,102	2,190
Maximum Future Enrollment*	911	433	515	814	355	864	654	620	5,166	2,382	2,784	1,208	1,230	2,438
Need = amount by which projected enrollment exceeds existing capacity														
Less Need for Facilities (75% development density (minimum enrollment) and financially constrained capacity)														
	150	-86	-93	156	11	63	29	16	246	-7	253	295	153	449
More Need for Facilities (90% development density (maximum enrollment) and reasonable standards capacity)														
	286	6	15	282	84	207	154	107	1,139	410	729	599	494	1,093

^ Elementary schools are grouped by the middle school the students will attend.

\* Minimum: current enrollment plus enrollment from minimum new development (75%).

\* Maximum: current enrollment up 10% plus enrollment from new development (90%).

Source: Schoolhouse Services